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In connection with one statement we must record a protest: "The forces which produce poverty, neglect, and crime seem to be beyond our reach" (p. 246). In a thousand ways we are not only learning to deal with those already in distress, but we actually succeed in reaching and reducing the causes of distress, and Mr. Folks himself has been one of the wisest and most active agents in this larger, deeper, and more hopeful enterprise. In his present high position, won by merit, we shall expect still more from him in this direction, for his achievements are always better than his promises.

CHARLES RICHMOND HENDERSON.

Municipal Administration. By JOHN A. FAIRLIE, PH.D., Assistant Professor of Administrative Law, the University of Michigan. New York: The Macmillan Co., 1901.

PROFESSOR FAIRLIE'S book contains a very convenient collection of material. Part I gives a sketch of municipal history, from Babylon to Berlin and Chicago. Part II discusses municipal activities, including public health and safety, charities and provident institutions, education, and municipal improvements. Part III treats of municipal finance, and Part IV of municipal organization.

Municipal government is a problem which we Americans have not yet solved, and every collection of facts which makes easier an intelligent apprehension of the situation is to be welcomed.

One of the most curious features of our municipal development is the mayor. We have made him a sort of miniature president of the United States, with a large control over administration, with a large power of appointment and removal, and with a veto power on council legislation. We have pressed quite far the separation of function between legislation and administration, and have justified the omnipotent mayor partly by the analogy of president and governor, and partly by our distrust of common councils. It is one phase of the odd tendency of democracies toward Cæsarism.

This whole line of development is on false lines and must in time pass away. The very cue of evil in our cities is merely politics, and nothing more emphasizes and fixes politics in municipal affairs than mayoralty elections and administrations. In fact, our cities should not be patterned on the state or the nation at all, but on business corporations. In the state law and government are the main thing, and business is

secondary. In the city, business is the main thing, and law and government are secondary. A business corporation is successfully managed by a board of directors, which selects its own chairman and intrusts him with such powers as may seem necessary. It is quite possible for a city to select a common council which in the main is intelligent and honest, as Chicago has proved in the last few years. Simplify the structure of the council, add to it a proportion of members elected at large, abolish the mayor, let the council choose its own chairman, give the council a direct control over administration—and there would be much greater chance of good government.

This chance would be still greater if the mischievous power of meddling which belongs to the state legislature should be taken away, and cities were left to work out their own salvation under a liberal scheme of home rule.

Eliminate the mayor, and a large measure of politics would disappear. Eliminate the meddling state legislature, and citizens would become responsible for their own government. Until then we cannot hope for business government as a settled system.

HARRY PRATT JUDSON.

The History of Political Theories, Ancient and Mediæval. By WILLIAM ARCHIBALD DUNNING, PH.D., Professor of History in Columbia University. New York: The Macmillan Co., 1902. Pp. xxv + 360.

Down to the present time the history of political theory has been lamentably deficient, both qualitatively and quantitatively. The field has not been entirely surveyed, and the work which has been done has often fallen short of scientific standards. Janet's *Histoire de la science politique* does not cover the nineteenth century, and is frequently inaccurate; Bluntschli begins with the thirteenth century and, especially in the later period, is largely occupied with the German development; Pollock's *Introduction* is excellent, but altogether too brief to be adequate. In recent years, however, increasing attention has been given to this field, and with excellent results. Examples of this are the monumental work of the famous German publicist, Gierke, on *Johannes Althusius* (translated in part by Maitland under the title *Political Theories of the Middle Age*); Rehm's *Geschichte der Staatswissenschaft*; the two essays in the Cambridge series, one on *The Divine Right of*